

**BRIDGETON PLANNING AND ZONING COMMISSION  
MINUTES OF THE MEETING OF MARCH 28, 2022**

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The regular meeting of the Planning and Zoning Commission of the City of Bridgeton, Missouri, was called to order on March 28, 2022 at 7:00 p.m. in the Council Chambers at the Bridgeton Government Center, 12355 Natural Bridge Road, by Chair Claude Buchheit.

Members present: Kerstin Adelt, Jim Gaston, Keith Gillming, Narda Jenner, Vincent Pavia, Bob Teahan, Pauline Tulloch, Lyle Woodruff, Chair Claude Buchheit

Members absent: Carolyn Creswell

Also present: Jerry Grimmer, Ex-officio  
Zach Greatens, Planning & Zoning Officer  
Sue Glazer, Recording Secretary

**1. APPROVAL OF MINUTES**

Mr. Teahan moved, and it was seconded by Ms. Adelt, to approve the minutes of February 28, 2022. **On a voice vote the motion carried and the minutes were approved.**

**2. APPROVAL OF AGENDA**

Ms. Adelt moved, and it was seconded by Mr. Woodruff to approve the agenda. **On a voice vote the motion carried and the agenda was approved.**

**3. PUBLIC HEARINGS**

**#22-PZ-06 Request to amend the “M-3(e) District – A Portion of Bridgeton Square Business Center” to allow “family services agency” as a permitted land use with a special use permit. Submitted by Room at the Inn, c/o Dan Manning.**

Chair Buchheit opened the public hearing. Mr. Greatens said this is an application for a zoning text amendment. Mr. Greatens reviewed the process for approving a text amendment. He said this is a request to amend the M-3(e) Planned Manufacturing District. The M-3(e) District was created in 1983. It consists of ten (10) parcels with nine (9) buildings on the parcels. One of the parcels is undeveloped. The whole purpose of why the M-3(e) District was created was to allow for more uses for the parcels that don't have frontage on McKelvey Road. The developer petitioned the City to change the zoning for the rear parcels to allow for businesses that do not depend on street frontage. That is why this district includes uses such as wholesale businesses and warehousing and distribution businesses. The applicant is currently operating at 3415 Bridgeland Drive. The organization is called Room at the Inn. They have been operating there since 1999 under this type of use. Mr. Greatens said the Zoning Ordinance was amended in 2015. The amendment added more specific definitions and specific land use classifications for uses related to homeless services and placed restrictions on those types of land uses. It resulted in the applicant's facility to go from a conforming use to a non-conforming use because they were operating with activities which fell under the new categories of homeless service center and a homeless day shelter. It allowed for individuals that were referred to them to come there for their casework, basic services, shower, laundry, etc. They did not spend the evening there. The applicant's proposal is to amend the M-3(e) District to allow a family services agency, a newly defined use classification as a special use. If this gets approved by City Council, they would have to come back and apply for a special use permit. Since this is a planned manufacturing district, this land use would only apply to this M-3(e) district. Mr. Greatens gave a brief summary of the text amendment changes that were made in 2015 relating to homeless services.

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Staff discussed the proposal with the applicant and it was clear that the applicant's proposal was different than the land use classifications listed in the Zoning Ordinance. The applicant provides assistance to a specific group of individuals that are referred to them through St. Louis County Department of Human Services. Staff recommended that a new land use classification should be created that would specifically address their client's needs. Homeless Service Center and Homeless Support Center are only allowed in the M-1 District with a special use permit. An overnight shelter, as currently defined in the Zoning Ordinance, is not allowed in any zoning district. However, the M-3(e) District, a planned manufacturing district, was created due to its unique and secluded location. The main change needed for the currently proposal is to allow for overnight shelter of clients. After reviewing the proposal, it was staff's opinion that the M-3(e) District was the ideal location for this type of facility. It is in a secluded location and is not adjacent to any residential property. Also, by requiring a special use permit, it would give the Planning Commission and City Council an additional opportunity for review. Mr. Greatens summarized the additional provisions that were included in the staff report. The provisions include: a maximum of one (1) such facility shall be allowed; the facility shall only provide services to individuals referred to it through St. Louis County Department of Human Services; the facility shall not accept walk-ins; it shall not be used as a homeless emergency shelter or support center, as defined in the Zoning Ordinance; it shall not be used as a lodging establishment or extended stay lodging establishment; no cooking facilities shall be allowed in any sleeping rooms; a maximum of 40 percent of the total floor area of such facility shall be used for sleeping rooms; no individual may spend more than 120 consecutive nights in such facility. Ms. Adelt asked who would control the 120-day limitation. Mr. Greatens said compliance would be monitored by the applicant, but sometimes such restrictions become complaint driven. Chairman Buchheit asked if there would be any limitations on overall building size. Mr. Greatens stated that no limitation on building size was included because building setbacks and parking requirements would limit the size of the building. He added that only one such facility would be allowed in the zoning district as stated in the provisions. Mr. Greatens said that the City Attorney was consulted and reviewed the proposed text amendment, including the provisions, and had no concerns. Mr. Gaston asked if the applicant is currently using their entire building. Mr. Greatens said yes. Mr. Gillming asked how many sleeping rooms there could be if only 40 percent of the building can be used for sleeping rooms. Mr. Greatens said the number of rooms was not addressed. He said that could be addressed later through the special use permit process. Mr. Gillming stated that Room at the Inn does phenomenal service for the community. There are few shelters like this in all of St. Louis County. He thinks 40 percent is too small.

The applicant, Mr. Dan Manning, the Board of Directors for Room at the Inn, 3415 Bridgeland Drive, Bridgeton, MO, came forward. Also present was David Weber, Executive Director. Mr. Manning said Room at the Inn was founded in 1982. They have been at this location on Bridgeland since 1999. Their mission is to serve St. Louis County women and families who are experiencing homelessness. Many of the clients are single parent families, pregnant mothers, and victims of domestic violence. During the day the clients are given mental health evaluations, counseling, parenting skills, job search assistance and other similar services. During the evening their clients are bussed to rotating night sites that are hosted by church congregations that give them dinner and a place to stay for the evening. It is strictly voluntary. He showed an aerial of their location. He said their goal is to stabilize a support system to women and families who are homeless who come to them as clients. The first thing they try to do is find stable housing solutions for people that are in a difficult and disruptive situation. They try to provide services to help their clients transition to more permanent housing and a pathway to self-sufficiency. He said they have had a good relationship with Bridgeton's police department and City officials. They have not had any crime or public safety issues. The issue that has come to their attention is the two-site model, which they are currently using, is not the most effective way to help their clients. This has come to their attention through clinical research and through their own experience. The two-site model can be stressful for clients. What it involves is transporting these people and rotate locations every day. They constantly have to pack up their things every evening and go to a new location. They are rarely sleeping in the same place every night. It makes it difficult to create a stable environment for them to focus on addressing the underlying needs in order to get them into a stable housing situation. It is an unstable way to serve

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people who more than anything else need stability in their lives in order to address some of the underlying issues that led to their homelessness . Their goal is to transition into a single site model so they can provide all the services at one location. The City’s Zoning Ordinance does not have any regulations that are directly applicable to their model. After several discussions, they came up with the use as a “family services agency.” He said there are restrictions on the use that Mr. Greatens explained and is written in the staff report. Mr. Manning said the restrictions are acceptable to them. He said they do not have an issue regarding the square footage limitation. They are not planning to expand. They are just planning to update the inside of the building. He said they own the building. In 2019, the Sisters of Divine Providence gifted it to Room at the Inn. They are still affiliated with the Sisters of Divine Providence. Mr. Teahan asked about the daily transportation. He said they have a 14-passenger van. Ms. Adelt asked how many people would fit in 40% square footage. He estimated a maximum of 20 people. He said they do not have enough staff to serve that many clients. He said they do not operate like a traditional homeless shelter. They do not accept walk-ins. Everyone is referred to them by the St. Louis County Department of Human Services. The clients call the County hotline and the County provides initial screening and places them at Room at the Inn. This is the only way they get clients. They service a maximum 20 clients. They provide several services to the clients, like counseling, medical assessment, job search assistance, etc. They have rules and regulations that the clients must follow. He gave a brief overview of their plans. He said if this amendment is approved, then they will get into more detail of their plans during the special use permit phase. They have already done some improvements on the outside of the building. Currently they are proposing to have nine (9) bedrooms. He explained some of the proposed plans for the interior. There were some questions and discussion about the proposed interior. Currently they have seven (7) full-time employees. There was a question about where they get their resources. Mr. Manning said funding comes through grants, private agencies and donors. Ms. Adelt asked if there is a curfew and lockdown. He said yes. The curfew is 10 p.m. There will always be staff members in the building. There is a camera system installed. Some clients have jobs and some clients have cars. They are discussing having a security guard, but it has not been decided yet. They do not have any public safety issues. He said they have a very good relationship with the police department. They have had no issues with weapons.

No one came forward to speak regarding the application.

Chair Buchheit closed the public hearing.

**Mr. Woodruff moved, seconded by Mr. Gillming, to approve Application #22-PZ-06.**

Roll Call Vote:

Ayes: Kerstin Adelt, Jim Gaston, Keith Gillming, Narda Jenner, Vincent Pavia, Bob Teahan, Pauline Tulloch, Lyle Woodruff, Chair Claude Buchheit

Nays: None

Members absent: Carolyn Creswell

The motion to approve **carried** on a vote of (9 for – 0 against), and Application #22-PZ-06 will be forwarded to the City Council for public hearing and further action.

**4. PENDING MATTERS**

There were no Pending Matters.

**5. OTHER BUSINESS**

There was no Other Business

**6. STAFF UPDATE**

Staff updated the Commission on upcoming projects. There will not be a meeting on April 11, 2022. The next meeting is on April 25, 2022.

**7. EX-OFFICIO REPORT**

Mr. Grimmer gave an update on current business.

**8. ADJOURNMENT**

It was moved by Mr. Woodruff and seconded by Ms. Tulloch, to adjourn. **On a voice vote the motion carried** and the meeting was adjourned at 8:15 p.m.

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Claude Buchheit, Chair